



CITY OF WILLIAMSBURG

MEMORANDUM

TO: Planning Commission

DATE: January 18, 2007

SUBJECT: Comprehensive Plan Implementation – Center City North

- PCR #07-008 – B-1 Zoning Text Amendment (8 units/net acre by right, up to 22 units/net acre with sup, maximum of 10 dwelling units on an individual lot; yard requirement revisions)
- PCR #07-009 – B-1 District Expansion
 - (A) Rezoning 314 Prince George Street from RDT to B-1
 - (B) Rezoning 203 Armistead Avenue, 514 and 528-1 Scotland Street, and 218 and 220 North Boundary Street (within the block bounded by Armistead/Scotland/North Boundary/ Prince George) from LB-1 to B-1
 - (C) Rezoning the northwest corner of Richmond Road and Armistead Avenue from RDT to B-1
 - (D) Rezoning a portion of 613 Scotland Street (Blayton Building) from RDT and B-1 Conditional to RDT and B-1
 - (E) Rezoning 747 Scotland Street from RS-2 to B-1
- PCR #07-010 – LB-1 Zoning Text Amendment (8 dwelling units/net acre by right, up to 22 dwelling units/net acre with sup, maximum of 10 dwelling units on an individual lot)
- PCR #07-011 – Downtown Parking District Expansion (extend west from North Boundary to the Delly Corner)
- PCR #07-012 – RDT Zoning Text Amendment (require transitional screening buffer adjacent to PUD District)

This package of changes will implement the recommendations of the 2006 Comprehensive Plan for the Center City North area (Merchants Square and areas to the west and north). Small expansions of the B-1 District are proposed in several locations to simplify the zoning categories in the Center City North area, and the residential density is proposed to be increased in designated areas to allow an increase of up to 22 dwelling units/net acre with a special use permit approved by City Council. The 2006 Plan specifically states:

The existing Mixed Use designations for the Williamsburg Presbyterian and Williamsburg Baptist Churches, and the area bounded by Armistead Avenue/Scotland Street/North Boundary Street, should be changed to Downtown Commercial land use, and the zoning designation should be changed from RDT Downtown Residential and LB-1 Limited Business Downtown to B-1 Downtown Business District.

and

The Center City Focus Area's residential component is an important part of the City's character, and a major determining factor is the density that is allowed for new development and redevelopment. The densities that are now allowed in the Center City area range from 8 to 14 dwelling units/net acre. Higher residential densities are appropriate in some areas, and will help to make downtown Williamsburg a more vibrant and viable area for both living and shopping. A 22 dwelling unit/acre density goes back to the City's 1953 Comprehensive Plan, and was used prior to 1991. This is an appropriate net acreage density to consider today for the Downtown Business and Mixed Use land use categories that include Merchants Square and the areas to the west and north (implemented by the B-1 Downtown Business District and LB-1 Limited Business Downtown District). The base density for these areas should be 8 dwelling units/net acre, with up to 22 dwelling units/net acre allowed with a special use permit. A maximum of 10 dwelling units should be allowed on an individual lot, which will allow for a reasonable number of units on second and third floors while discouraging large apartment complexes.

CITY COUNCIL ACTION ON RESIDENTIAL DENSITY IN THE CENTER CITY SOUTH

City Council held its public hearing on changes to the residential density in the Center City South area on December 14. As recommended by Planning Commission and the 2006 Comprehensive Plan, the residential density for the LB-3 District was changed from 8 dwelling units/net acre to a base density of 8 dwelling units/net acre with up to 14 dwelling units/net acre allowed with a special use permit (PCR #06-025). However, City Council did not adopt the recommendation of the 2006 Comprehensive Plan and the Planning Commission to increase the residential density for the RDT District from 8 dwelling units/net acre to a base density of 8 dwelling units/net acre with up to 22 dwelling units/net acre with a special use permit (PCR #06-028). Instead, City Council approved a maximum density of up to 14 dwelling units/net acre with a special use permit.

With City Council's recent action in mind, the residential density consideration for the Center City North area could be handled in one of two ways:

1. The public hearings could be advertised for increasing the residential density for the B-1 and LB-1 Districts to up to 22 dwelling units/net acre with a special use permit, as recommended by the 2006 Comprehensive Plan. The Commission's recommendation to City Council would be made after evaluating the comments made at the public hearing, and could be as high as 22 dwelling units/net acre, or it could be a lower figure such as 14 dwelling units/net acre.
2. The public hearings could be advertised for increasing the residential density for the B-1 and LB-1 Districts to up to 14 dwelling units/net acre

with a special use permit. This is lower than recommend by the 2006 Comprehensive Plan, but is consistent with the action taken by City Council on December 14 for the RDT District. The Commission's recommendation to City Council would be made after evaluating the comments made at the public hearing, but could be no higher than the advertised 14 dwelling units/net acre (it could also be a lower figure).

CENTER CITY NORTH IMPLEMENTATION PROPOSALS

The proposed changes to the Zoning Ordinance, as recommended by the 2006 Comprehensive Plan, are summarized below:

PCR #07-008 – B-1 ZONING TEXT AMENDMENTS

This change amends the text of the B-1 Downtown Business District by allowing residential density to be increased to 22 dwelling units/net acre with a special use permit approved by City Council. A base density of 8 dwelling units/net acre will be allowed by right, which is less than the 14 dwelling units/net acre now allowed by right. A maximum of 10 dwelling units would be allowed on an individual lot. Residential uses allowed by right are single-family detached dwellings, duplex dwellings, and multifamily dwelling. The text will also be amended to add a five foot side yard requirement and a 25 foot rear yard requirement when a building is adjacent to a lot in a residential district or a lot in the CW District.

PCR #07-009 – B-1 DISTRICT EXPANSION

PCR #07-009(A) - Rezoning 314 Prince George St. from RDT to B-1

This change rezones approximately 0.69 acres at 314 Prince George Street (Bruton Parish Rectory) from Downtown Residential District RDT to Downtown Business District B-1. This is designated by the 2006 Comprehensive Plan as Downtown Commercial land use. This is part of a small expansion of the B-1 District to simplify the zoning categories in the Center City North area. This lot is adjacent to the existing Merchants Square commercial area, and abuts the CW District on three sides.

PCR #07-009(B) – Rezoning 203 Armistead Ave., 514 and 528 Scotland St., and 218 and 220 North Boundary St. from LB-1 to B-1

This change rezones approximately 0.87 acres at 203 Armistead Avenue, 514 and 528-1 Scotland Street, and 218 and 220 North Boundary Street (in the block bounded by Armistead Avenue, Scotland Street, North Boundary Street and Prince George Street) from Limited Business Downtown District LB-1 to Downtown Business District B-1. This area is designated by the 2006 Comprehensive Plan as Downtown Commercial land use. This is part of a small expansion of the B-1 District to simplify the zoning categories in the Center City North area, and will make the zoning of the entire block B-1, except for the

Kinnamon Townhouses. Adjustments are proposed for the yard requirements in the B-1 District to require a five foot side yard and a 25 foot rear yard when a building is adjacent to a lot in a residential district, thereby preserving the existing LB-1 yard requirements adjacent to the Kinnamon Townhouses (zoned PUD).

PCR #07-009(C) – Rezoning the northwest corner of Richmond Road and Armistead Avenue from RDT to B-1

This change rezones approximately 3.32 acres at the northwest corner of Richmond Road and Armistead Avenue from Downtown Residential District RDT to Downtown Business District B-1. This is designated by the 2006 Comprehensive Plan as Downtown Commercial land use. This is part of a small expansion of the B-1 District to simplify the zoning categories in the Center City North area. The uses in this area are the Williamsburg Presbyterian Church, the Williamsburg Baptist Church, and William and Mary Sorority House, and several parking lots owned by the churches or by the College. Churches are a special use permit use in the existing RDT District, and a use permitted by right in the proposed B-1 District. A special use permit was approved for the Williamsburg Presbyterian Church expansion in February 2004 (PCR #04-001). The proposed maximum residential density for the B-1 District is higher than the maximum density for the existing RDT District (up to 22 dwelling units/net acre with a special use permit compared with up to 14 dwelling units/net acre with a special use permit for the RDT District).

PCR #07-009(D) – Rezoning a portion of 613 Scotland St. (Blayton Building) from RDT and B-1 Conditional to RDT and B-1

This change eliminates the approximately 0.38 acre B-1 Conditional Zoning for a small area adjacent to the Blayton Building at 613 Scotland Street, and replaces it with an approximately 0.35 acre B-1 District between the Blayton Building and the First Baptist Church parking lot. This land was rezoned to B-1 Conditional in January 1985 (PCR #28-84) for the purpose of providing additional parking for the Triangle Building across Scotland Street, and the approved proffers allowed no commercial uses other than parking for the Triangle Building. This parking was never built.

The 2006 Comprehensive Plan recommends that "... the area to the west of the Blayton Building fronting on Scotland Street should be changed to Downtown Commercial land use (8 dwelling units/net acre base density, with up to 22 dwelling units/net acre with a special use permit), which will allow for the option of construction of office or commercial space adjacent to the Triangle Block." This area could be used for office space for the Williamsburg Redevelopment and Housing Authority. This office space for the WRHA was originally proposed to front on Armistead Avenue between the Blayton Building and the Crispus Attucks subdivision, but this option was eliminated from the adopted version of the 2006 Comprehensive Plan.

PCR #07-009(E) – Rezoning 747 Scotland Street from RS-2 to B-1

This change rezones approximately 0.57 acres at 747 Scotland Street just east of Paul's Delly from Single Family Dwelling District RS-2 to Downtown Business District B-1. This property is now owned by the Williamsburg Redevelopment and Housing Authority, and is part of the Braxton Court Redevelopment Project. It is designated by the 2006 Comprehensive Plan as Downtown Commercial land use. WRHA proposes a new commercial building and additional parking on this property. This property is in the AP District, and the building design requires approval by the Architectural Review Board.

PCR #07-010 – LB-1 ZONING TEXT AMENDMENTS

This change amends the text of the LB-1 Downtown Business District by allowing residential density to be increased up to 22 dwelling units/net acre with a special use permit approved by City Council. A maximum of 10 dwelling units would be allowed on an individual lot. The existing base density of 8 dwelling units/net acre would continue to be allowed by right. All residential uses are allowed by right in the LB-1 District (single-family detached, duplex, townhouse, and multifamily dwellings). The LB-1 District is located north of the Prince George Parking Garage between North Henry and North Boundary Streets, and extends north to Lafayette Street.

PCR #07-011 – DOWNTOWN PARKING DISTRICT EXPANSION

This change extends the Downtown Parking District west from its current boundary of Armistead Avenue/Triangle Building/North Boundary Street to the Delly area at the Richmond Road/Scotland Street intersection, and east from its current boundary east of North Henry Street to include 314 Prince George Street. This will include the entire Richmond Road frontage on the north side of the street from College Corner to Scotland Street. Within the Downtown Parking District, no offstreet parking is required for non-residential uses, one offstreet parking space is required for each dwelling unit, and existing parking spaces cannot be eliminated unless they are replaced in another parking lot under the same ownership and control in the Downtown Parking District. The 2006 Comprehensive Plan recommends the extension of the Downtown Parking District to allow the development of new businesses without requiring additional off-street parking. This is also part of the effort to encourage businesses to locate adjacent to the College of William and Mary.

PCR #07-012 – RDT ZONING TEXT AMENDMENT

This change amends the requirements for a transitional screening buffer for duplex and multifamily dwellings adjacent to single family areas. The RDT District now requires a 25 foot transitional screening buffer when duplex and multifamily dwellings are adjacent to a lot in the RS-1 and RS-2 Districts. The proposed change would also require the transitional screening buffer when adjacent to a single family PUD District, which is the zoning for the Crispus Attucks subdivision. This would require that duplex or multifamily

buildings adjacent to the Crispus Attucks subdivisions be set back 50 feet from the Crispus Attucks property line (25 foot transitional screening buffer plus 25 foot rear yard – the front of the Crispus Attucks lot faces Scotland Street, and the rear of the lot abuts Crispus Attucks).

NEXT STEPS

Following the work session discussion, final versions of the ordinances will be prepared and presented to the Commission at the February 14 Planning Commission regular meeting. Public hearings on the Center City North proposals will be scheduled for the March 14 Planning Commission regular meeting.

A handwritten signature in black ink that reads "Reed T. Nester". The signature is written in a cursive, flowing style.

Reed T. Nester, AICP
Planning Director

USE COMPARISONS – B-1, LB-1 AND RDT DISTRICTS

B-1 DISTRICT	LB-1 DISTRICT	RDT DISTRICT
<u>Permitted Uses</u>	<u>Permitted Uses</u>	<u>Permitted Uses</u>
Single Family	Single Family	Single Family
Duplex	Duplex	Duplex
Multifamily	Multifamily	
	Townhouse	
Automobile rental w/out vehicle storage		
Bake shops	Bake shops (≤ 10,000 sq.ft.)	
Banks/financial inst.	Banks/financial inst. (≤ 10,000 sq.ft.)	
Churches		
	Community centers (City owned)	
Convenience service establishment		
Convenience stores w/out gas sales		
Day care centers		
Hotels/motels/timeshares (≤ 10 rooms)		
Libraries		
Museums and art galleries	Museums and art galleries	
Offices (≤ 50,000 sq.ft.)	Offices (≤ 10,000 sq.ft.)	
Parking lots		
Playgrounds and parks	Playgrounds and parks	
Printing and photocopying shops		
Private clubs and lodges		
Restaurants	Restaurants w/out drive thru (≤ 10,000 sq.ft.)	
Retail sales (≤ 50,000 sq.ft.)	Retail sales (≤ 10,000 sq.ft.)	
Theaters and assembly halls		
Ticket sales facilities		
<u>Special Use Permit Uses</u>	<u>Special Use Permit Uses</u>	<u>Special Use Permit Uses</u>
		Multifamily
		Townhouses
Automobile rental w/ vehicle storage		
Bus and railroad stations		
	Bake shops (>10,000 sq.ft.)	
	Banks/financial inst. (>10,000 sq.ft.)	
		Churches
Convenience stores w/ gasoline sales		
		Day care centers
Farmer's Markets		
Hotels/motels/timeshares (>10 bedrooms)	Hotels/motels (≤ 10 rooms)	
Meeting facilities for hotel/motel/timeshare (<10 rooms)		
Offices (>50,000 sq.ft.)	Offices (>10,000 sq.ft.)	
Parking garages	Parking lots/garages	
		Playgrounds and parks
Public buildings	Public buildings	Public buildings
Public or private schools	Public or private schools	Public or private schools
Radio towers/antennae		
	Restaurants w/out drive thru (>10,000 sq.ft.)	
Retail (>50,000 sq.ft.)	Retail (>10,000 sq.ft.)	
Service Stations		
Visitor information center		

EXISTING RESIDENTIAL DENSITIES AND DENSITIES RECOMMENDED BY THE 2006 COMPREHENSIVE PLAN

ZONING DISTRICT	EXISTING DENSITY (UNITS PER NET ACRE)	RECOMMENDED DENSITY (UNITS PER NET ACRE)
RS-1	20,000 sq.ft. average lot area, 3 units/net acre for cluster subdivision	20,000 sq.ft. average lot area, 3 units/net acre for cluster subdivision
RS-2	12,500 sq.ft. average lot area, 3 units/net acre for cluster subdivision, 6 units/net acre for cluster subdivision with sup	12,500 sq.ft. average lot area, 3 units/net acre for cluster subdivision, 6 units/net acre for cluster subdivision with sup
RS-3	n/a	5
RM-1	8	8
RM-2	14	14
RDT	8	8 base, up to 22 with sup
LB-1	8	8 base, up to 22 with sup
LB-2	n/a	8 base, up to 14 with sup
LB-3	8	8 base, up to 14 with sup
LB-4	No residential uses allowed	No residential uses allowed
LBR	8	8
B-1	14	8 base, up to 22 with sup
B-2	14	14
B-3	14	14 base, up to 22 for elderly housing with sup
ED	10	10
ED-2	12	12
I	No residential uses allowed	No residential uses allowed
PDR	Based on underlying zoning district (RS-1, RS-2 and RM-1)	Based on underlying zoning district (RS-1, RS-2 and RM-1)
PDD	14	14
CW	Based upon historical evidence	Based upon historical evidence
MS	10,000 sq.ft. minimum lot area	10,000 sq.ft. minimum lot area
WM	No density specified	No density specified

CENTER CITY FOCUS AREA EXISTING RESIDENTIAL DENSITIES

3 dwelling units/net acre (6 dwelling units/net acre cluster with special use permit)

RS-2 (*Braxton Court, Mimosa Drive, Newport Avenue west of South Boundary*)

8 dwelling units/net acre

RDT (*Matthew Whaley Area – Scotland, North Henry*)

RM-1 (*South Henry between South Boundary and Mimosa*)

LB-1 (*City Square area – North Boundary, Scotland, North Henry, Lafayette*)

14 dwelling units/net acre

B-1 (*Richmond Road/Merchants Square area*)

Existing Residential Densities (units/gross acre unless noted)

Note: Uses in ***bold italic*** are located in the Center City Focus Area

King & Queen Apartments, 732 Scotland Street – 60.5 units/acre (26 units)

Sacalis Building, Prince George Street – 54.5 units/acre (6 units)

Ludwell Apartments, Rolfe Road – 26.5 units/acre (118 units)

Spring Road Apartments, Mt. Vernon Avenue – 22.7 units/acre (114 units)

Scotland Street Townhouses, 417-425 Scotland Street – 22.2 units/acre (8 units)

Jamestown Commons, Lake Powell Road – 21.8 units/acre (12 units)

Boundary Street Townhouses, 301 North Boundary Street – 19.0 units/acre (4 units)

Spring Garden Apartments, Mt. Vernon Avenue – 16.9 units/acre (20 units)

Peppertree, 1203 Jamestown Road – 16.3 units/acre (40 units)

Indian Spring Apartments, Indian Spring Road – 15.4 units/acre (14 units)

Kinnamon Townhouses, North Boundary Street – 13.5 units/acre (9 units)

Patriot III Condominiums, Patriot Lane – 12.9 units/acre (44 units)

Shellis Square, Merrimac Trail – 12.7 units/acre (63 units)

Glazener Apartments, 403 South Boundary Street – 12.5 units/acre (3 units)

Parkway Apartments, Merrimac Trail – 12.3 units/acre (148 units)

Court Square Townhouses, 501-511 South Boundary Street – 12.2 units/acre (6 units)

Bristol Commons, Ironbound Road – 12.1 units/gross acre; 13.2 units/net acre (110 units)

Barclay Square, Merrimac Trail – 12 units/acre (48 units)

Colonial Pines Apartments, Merrimac Trail – 11.9 units/acre (132 units)

Colonial Towne Apartments, Merrimac Trail – 11.4 units/acre (148 units)

Campus Court Apartments, 708 South Henry Street – 11.3 units/acre (10 units)

Tyler Court Townhouses, Tyler Street – 10.9 units/acre (10 units)

Priorslee, Merrimac Trail – 10.9 units/acre (57 units)

Julia Ann Apartments, Mt. Vernon Avenue – 10.7 units/acre (52 units)

Clinton Gardens Apartments, Mt. Vernon Avenue – 10.6 units/acre (80 units)

Glazener Apartments, 702 South Henry Street – 9.8 units/acre (4 units)

Townhomes at Skipwith, Governor Berkeley Road – 9.6 units/acre (12 units)

Village at Woodshire, Merrimac Trail – 9.3 units/acre (252 units)

WRHA, Blayton Building (Scotland Street) – 9.3 units/acre (38 units)

Westgate Condominiums, Patriot Lane – 9.1 units/ acre; 10.3 units/net acre; (108 units)

Counselor's Close, South Boundary Street – 8 units/acre (51 units)

Claiborne, Richmond Road – 8 units/acre; 8 units/net acre (118 units)

WRHA, New Hope Road – 7.9 units/acre (28 units)

Wyndham Plantation, Parkway Drive – 6.5 units/acre; 7.7 units/net acre (100 units)

Woodland Condominiums, Woodmere Drive – 7.6 units/acre (44 units)

Digges Building, 510-520 South Henry Street – 6 units/acre (4 units)

Holly Hills Carriage Homes, Brookwood Drive – 4.1 units/acre; 5.3 units/net acre; (62 lots)

The Oaks, South Henry Street – 4 units/acre (56 units)

Brandywyne, Capitol Landing Road – 3.8 units/acre; 5.1 units/net acre; (79 lots)

WRHA, Mimosa Drive – 2.9 units/acre (14 units)

WRHA, Strawberry Plains – 2.7 units/acre (61 lots – includes existing houses)

WRHA, Highland Park – 2.5 units/acre (24 units)

Longhill Woods, Longhill Road – 2.2 units/acre (45 lots)

Richmond Hill, South Henry Street – 2 units/acre; 2.7 units/net acre (16 lots)

Piney Creek, Waltz Farm Drive – 2 units/acre (107 lots)

Port Anne, South Henry Street – 1.6 units/acre (112 lots)

Holly Hills, Jamestown Road – 1.4 units/acre (168 lots)

Savannah Green, Waltz Farm Drive – 1.3 units/acre; 2.4 units/net acre (37 lots)



514 and 528 Scotland Street

Existing condition – Single family (514) and apartments (528)

Size – 0.24 acres

Present Zoning – LB-1

Present density – 8 units/net acre

Present units allowed – 2 (1 on each lot)

Proposed Zoning – B-1

Proposed density – 8 units/net acre by right, 22 units/net acre with s.u.p.

Proposed maximum units allowed – 2 units by right, 5 with s.u.p. (3 with s.u.p. at 14 units/net acre)



203 Armistead Avenue

Existing condition – vacant building

Size – 0.26 acres

Present Zoning – LB-1

Present density – 8 units/net acre

Present units allowed – 2

Proposed Zoning – B-1

Proposed density – 8 units/net acre by right, 22 units/net acre with s.u.p.

Proposed maximum units allowed – 2 by right, 5 with s.u.p. (3 with s.u.p. at 14 units/net acre)



320 North Henry Street (Armistead House)

Existing condition – vacant building

Size – 0.19 acres

Present Zoning – LB-1

Present density – 8 units/net acre

Present units allowed – 1

Proposed Zoning – LB-1

Proposed density – 8 units/net acre by right, 22 units/net acre with s.u.p.

Proposed maximum units allowed – 1 by right, 4 with s.u.p, (2 with s.u.p. at 14 units/net acre)



402 Scotland Street

Existing condition – vacant building

Size – 0.16 acres

Present Zoning – LB-1

Present density – 8 units/net acre

Present units allowed – 1

Proposed Zoning – LB-1

Proposed density – 8 units/net acre by right, 22 units/net acre with s.u.p.

Proposed maximum units allowed – 1 by right, 3 with s.u.p. (2 with s.u.p. at 14 units/net acre)



438 Scotland Street

Existing condition – vacant lot

Size – 0.30 acres

Present Zoning – LB-1

Present density – 8 units/net acre

Present units allowed – 2

Proposed Zoning – LB-1

Proposed density – 8 units/net acre by right, 22 units/net acre with s.u.p.

Proposed maximum units allowed – 2 by right, 6 with s.u.p. (4 with s.u.p. at 14 units/net acre)